C.C. 66 MLH/80

CITY OF VANCOUVER

MEMORANDUM

From: *CITY CLERK*

To: CITY MANAGER
DIRECTOR OF PLANNING
CITY ENGINEER
DIRECTOR OF LEGAL SERVICES

RECEIVED
CITY PLANNING DEPT.
MAY 0 3 1982
NUMBER D2765
REFERRED TO RJS JTC DCo
ANSWER REQD
FILE No.

Date: 30th April 1982

Refer File: 8038-3

Subject: B.C. PLACE: PUBLIC INFORMATION PROCESS AND DEVELOPMENT APPROVAL PROCESS

Please be advised of the attached extracts from the minutes of the City Council meeting of Tuesday, April 27, 1982, dealing with the attached City Manager's report dated April 23, 1982, on the above matter.

CITY CLERK

GLevine:mfm
Att.

Also sent to:

B.C. Place, P.O. Box 11626, 21st Floor, 650 West Georgia Street
Vancouver, B.C. V6B 4N9

Chairman and Members, B.C. Place Citizens' Advisory Committee
c/o V.C.P.C., City Hall, 453 West 12th Avenue, Vancouver, B.C.

South False Creek Citizens' Committee (873-1786)
#36, 721 Millyard, Vancouver, B.C. V5Z 3Z9

Moodie Consultants Ltd., #404, 515 West 10th Avenue (873-6418)
Vancouver, B.C. V5Z 1L1

Municipal Clerk, Municipality of Burnaby, 4949 Canada Way
Burnaby, B.C. V5G 1M2

EXTRACTS FROM THE MINUTES OF THE VANCOUVER CITY COUNCIL MEETING
APRIL 27, 1982

1. B.C. Place

Before Council for consideration were the following reports on B.C. Place:

City Manager's report dated April 23, 1982 on Public Information Process and Development Approval Process;

Letter dated March 26, 1982 from the Deputy City Clerk of the Municipality of Burnaby commenting on the B.C. Place proposal;

B.C. Place Citizens' Advisory Committee Progress Report #3: Planning for B.C. Place dated April 22, 1982;

Letter dated April 23, 1982 from the Chairman, South False Creek Citizens' Committee detailing the Committee's concerns with respect to the B.C. Place Proposal.

The Deputy City Manager gave a brief report reference to the City Manager's report dated April 23, 1982. At this point Council noted requests from a number of citizens to address it this day on the Public Information Process relative to B.C. Place.

MOVED by Ald. Yorke,
THAT consideration of this matter be deferred to later in the proceedings at which time delegations be heard.

- CARRIED

(Alderman Puil opposed)

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3. B.C. Place: Public Information Process and Development Approval Process

As agreed to earlier this day Council heard representations from a number of citizens speaking to the proposed Public Information Process.

- Miss Paddy Jones, Downtown Eastside Community Liaison Committee, requested that City staff be present at all B.C. Place meetings. Her organization supports the proposals that the City independently publish and distribute a document describing its position. She also expressed support for the procedure whereby the City and B.C. Place would jointly prepare an issue statement describing the difficulties between the City and B.C. Place positions.

- Patsy George urged that the City ensure that citizens have a role in the planning of B.C. Place and establish an adequate channel for public input.

- D. Lach, Mount Pleasant Neighbourhood Association, felt that a joint issue statement by the City and B.C. Place could clarify matters considerably, however, he felt that there should be a study of the impact of B.C. Place on the rest of the City.

Cont'd.....

B.C. Place: Public Information Process
and Development Approval Process (Cont'd)

- Joe Arnaud suggested the City hold independent meetings initially with the final joint meeting of the City and B.C. Place to review the citizens and B.C. Place positions.

- Carole Walker, Chairman, West End Traffic Committee, felt it was important for the public to hear the City's views and for Council to listen to its citizens.

- Dan O'Reilly, President, Grandview-Woodland Area Council, endorsed the recommendations of the City Manager. The City should conduct a thorough round of public meetings and obtain citizen input.

In response to a question, the Deputy City Manager advised that with respect to item (f) on page 3 of the City Manager's report dated April 23, 1982, the reference to a joint report does not imply an agreed report but merely means that both views would be submitted jointly for clarity.

MOVED by Ald. Boyce,
THAT Council receive the following:

Letter dated March 26, 1982 from the Deputy City Clerk of the Municipality of Burnaby commenting on the B.C. Place proposal;

Letter dated April 23, 1982 from the Chairman, South False Creek Citizens' Committee detailing the Committee's concerns with respect to the B.C. Place Proposal.

- CARRIED UNANIMOUSLY

Council then took action as follows on the Procedures on Public Consultation:

MOVED by Ald. Ford,

(a) THAT the City and B.C. Place will work together to identify and report on all relevant issues concerning the project, including social, economic and environmental impact studies.

- CARRIED UNANIMOUSLY

(b) THAT the City will independently publish and distribute a document that describes the City's position.

- CARRIED UNANIMOUSLY

(c) THAT the City and B.C. Place will jointly prepare an issue statement which describes the differences between the City and B.C. Place positions.

The issues would be based on the Development Objectives presented to Council April 6th, 1982, recognizing that there will be some adjustments to the specific development objectives based on changes to the developable area or changes to the information base.

- CARRIED UNANIMOUSLY

Cont'd....

B.C. Place: Public Information Process
and Development Approval Process (Cont'd)

(d) THAT the City and B.C. Place will sponsor a major joint public meeting chaired by the Mayor to present the issues for information, discussion and comment.

- CARRIED UNANIMOUSLY

MOVED by Ald. Yorke (in amendment),
THAT the words 'discussion and comment' be deleted from the above motion and the following be added: 'To be followed by a second joint public meeting at which discussion and comment would take place'.

- LOST

(Aldermen Bellamy, Boyce, Brown, Divinsky, Ford, Kennedy, Puil and the Mayor opposed)

MOVED by Ald. Ford,
(e) THAT the City and B.C. Place would attend further meetings on request or as required to satisfy previous commitments by B.C. Place. As well, efforts would be made to expand the response beyond those in attendance at meetings by utilizing opinion surveys and the media.

- CARRIED UNANIMOUSLY

(f) THAT based on the response, a joint report would be prepared including points of disagreement and submitted to City Council and B.C. Place.

- CARRIED UNANIMOUSLY

(g) THAT Council and B.C. Place would meet to discuss results and conclusions and give appropriate directions to staff to proceed with concept revisions and begin the formal development approval process.

- CARRIED UNANIMOUSLY

MOVED by Ald. Ford,
THAT the procedures approved by Council this day and previously quoted constitute the basis for the City's public process for B.C. Place.

- CARRIED UNANIMOUSLY

MOVED by Ald. Ford,
THAT the City submit the Development Objectives approved by Council on April 6, 1982 for public debate (with minor alterations to reflect improved information).

- CARRIED UNANIMOUSLY

Cont'd.....

B.C. Place: Public Information Process
and Development Approval Process (Cont'd)

MOVED by Ald. Ford,
THAT staff report back on opportunities to provide or facilitate small office and studio work spaces in areas and buildings that also provide housing (as noted in the B.C. Place Citizens' Advisory Committee Progress Report No. 3 - Planning for B.C. Place).

- CARRIED UNANIMOUSLY

MOVED by Ald. Puil,
THAT the B.C. Place Citizens' Advisory Committee Progress Report No. 3 - Planning for B.C. Place, be referred to the Planning and Development Committee for consideration.

- CARRIED UNANIMOUSLY

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MANAGER'S REPORT

DATE April 23, 1982

TO: VANCOUVER CITY COUNCIL

SUBJECT: B.C. Place: Public Information Process and Development Approval Process

CLASSIFICATION: RECOMMENDATION

The City Manager reports as follows:

"Background

On April 6th 1982, City Council passed the following resolutions:

"A. That Council adopt the Development Objectives for North and East False Creek/B.C. Place lands indicated in the City Manager's Report of April 2nd 1982, as the City's position for the next phase of negotiation with the B.C. Place Crown Corporation.

B. That Council adopt a public consultation process with the timetable to be approved later following a report back from the City Manager within two weeks.

C. That Council approve a budget of $22,000 to fund the public consultation program to the end of June 1982, funds to be added to the 1982 Operating Budget."

April 20th 1982, Council received an information report noting the above resolutions and advising that City staff had begun an intensive series of meetings with B.C. Place officials. These meetings were intended to:

1. clarify and resolve any questions of fact related to the B.C. Place and City development proposals;

2. set out areas of agreement between the City and B.C. Place;

3. identify subjects requiring further discussion;

4. develop a possible format for a joint public consultation program.

As a result of the Easter weekend and staff holidays, it was not possible to complete these discussions by April 20th.

Purpose

In the April 20th report, your officials noted that they would report to Council April 27th on the above points, and particularly the nature and timing of the public process. The purpose of this report is to provide that information and review the progress made at the meetings which were chaired by J. Moodie who was jointly retained by the City and B.C. Place to assist in the process. The summary of progress on the four areas of discussion follows:

"1. Clarify and resolve questions of fact related to the B.C. Place and City development proposals:

As a result of these meetings, a number of issues that had caused problems because of misunderstanding of basic facts were resolved - these issues ranged from such things as establishing the specific amount of land included in the B.C. Place project, to mutually agreeing

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on standard definitions for a variety of uses or functions. These discussions helped create a better understanding of the project from both parties' perspective. It was recognized however, that there was a need for a continued co-operative effort in order to reduce debate based on erroneous information.

2. Set out areas of agreement between the City and B.C. Place.

The meetings led to the conclusion that areas of agreement and disagreement would be best detailed and discussed during the public consultative process.

3. Identify subjects requiring further discussion.

The meetings generated approximately twenty pages of notes and identified more than two dozen issues. Some of the issues may be resolved through further discussion and detailed planning. For example, the total amount of guaranteed public open space appears resolvable. On the other hand, other issues such as the inclusion of an identifiable family residential neighbourhood in the area east of the Granville Street Bridge generated fundamentally differing positions.

The issues were listed and it was recognized that over time more may emerge. From the discussion relating to item 4 (Public Consultation Program), a process was agreed on as a method to deal with the issues and the conflicts.

4. Develop a possible format for a joint public consultation program.

During the meetings, the process to date was presented and a number of alternatives were discussed:

Process to date:

1. B.C. Place has published and widely distributed a Concept Plan.

2. B.C. Place has completed the second round in a series of public discussions. Their meeting program is as follows:

   i) introduce general project idea to public meeting.

   Publish Concept Plan.

   ii) present Concept Plan to public meetings.

   B.C. Place have now completed meetings to this stage -

   iii) obtain response to Concept Plan at public meetings.

   iv) present and review revised plan to public meetings.

   Each series of meetings involved presentation to about 12 groups or organizations.

3. City staff have produced (and City Council have adopted for negotiation) a set of development objectives. Staff have analysed the B.C. Place Concept Plan and made suggestions for a preferred concept.

4. City staff and B.C. Place staff have discussed and developed a possible joint public process as opposed to two independent programs.

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City staff and B.C. Place have agreed to the following:

Principle:

1. The on-going public process would seek discussion of and comment on the major issues where the City and B.C. Place differ in their goals and objectives.

2. A process will be developed that recognizes both the B.C. Place plan and the City objectives will probably change - this process must be flexible in order to accommodate this major undertaking over an extended (20 years) development timetable.

Procedures on Public Consultation

a) That the City and B.C. Place will work together to identify all relevant issues concerning the project.

b) That the City will independently publish and distribute a document that describes the City position.

c) The City and B.C. Place will jointly prepare an issue statement which describes the differences between the City and B.C. Place positions.

The issues would be based on the Development Objectives presented to Council April 6th 1982 and attached to this report, recognizing that there will be some adjustments to the specific development objectives based on changes to the developable area or changes to the information base.

d) The City and B.C. Place will sponsor a major joint public meeting to present the issues for information, discussion and comment.

e) The City and B.C. Place would attend further joint meetings on request or as required to satisfy previous commitments by B.C. Place. As well, efforts would be made to expand the response beyond those in attendance at meetings by utilizing opinion surveys and the media.

f) Based on the response, a joint report would be prepared and submitted to City Council and B.C. Place.

g) Council and B.C. Place would meet to discuss results and conclusions and give appropriate directions to staff to proceed with concept revisions and begin the formal development approval process.

Development Approval Process

In addition to the discussion of a joint public process, there was a positive discussion regarding the development approval process. There was agreement that the City and B.C. Place should consider adding a co-operative process to the existing development approval procedures to accommodate the differing mandates of B.C. Place and the City, and to provide the flexibility needed to deal with a twenty year development program. It was agreed that the Director of Planning would meet with B.C. Place to discuss this further and agree on principles - this would then be the subject of a further report to Council.

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Recommendations

The City Manager RECOMMENDS:

A. THAT the procedures outlined in the body of this report (a-g) constitute the basis for the City's public process for B.C. Place.

B. THAT the City adopt the Development Objectives (appendix 1) for public debate (with minor alternations to reflect improved information).

II. DEVELOPMENT OBJECTIVES

A. HOUSING

BASIC ASSUMPTIONS

- A major proportion of the site should be developed for housing persons of all incomes and types of households at high densities which are consistent with good standards of livability and the provision of adequate community services.

- A proportion of the units should be for families with children and non-market to ensure that the development of this publicly-owned land responds to the City's most pressing housing needs.

DIRECTIONS

- The POPULATION MIX should be determined by creating a well-balanced community. This includes the provision of a majority of units that can serve the middle income Downtown labour force; ground-oriented family accommodation in sufficient numbers and at affordable rents, for all income groups, to ensure the creation of a family community capable of supporting a school and a good level of other community services, and units for other age/lifestyle groups, including those who are most in need of housing such as the elderly, the disabled and persons requiring special care.

- OVERALL DENSITIES should be achieved through detailed analysis and design of sub-areas of the development, with particular attention given to the livability requirements of the intended residents and good overall urban design. Unit densities for families with children should not exceed 40-50 units per net acre. These areas could also include non-family household units. Areas of the site devoted previously to adult singles and couples could be developed to much higher densities, up to 150 units per net acre. Preliminary urban design analysis of the site and reference to existing high density developments in other parts of Vancouver by City staff suggests an average of 110 units per net acre. The TOTAL NUMBER OF UNITS would therefore be about 7500+ units on roughly 68 acres for an estimated 15,000 - 16,000 population.

- In order that residents are able to establish a sense of community and healthy interaction amongst their neighbours, the CREATION OF NEIGHBOURHOODS is necessary.

- FAMILY HOUSING is defined as units designed for families with children, having 2 or more bedrooms, located within 3 floors of the ground level. The units should be part of a neighbourhood which includes or is near to community facilities such as a school and open spaces necessary for an inner-city family environment.

- NON-MARKET HOUSING is defined as housing provided on a non-profit basis and assisted by government subsidy programs under the N.H.A. Examples would be the current non-profit rental program, and, to a degree, the non-profit co-operation programs. With respect to co-opers, only two-thirds of the total co-op units would "qualify" as non-market (as only two-thirds of the co-op members would be low to middle income).

- MARKET ASSISTED HOUSING is defined as housing built for profit but receiving government subsidies in order to make it economic and/or affordable.

DEVELOPMENT OBJECTIVES

1. 2,000 units for families with children, including at least 1,600 non-market units of which at least 1,000 should be non-profit rental. A family neighbourhood should be created with a local school and other necessary local facilities.

2. 5,000 (plus) units for singles/couples, including at least 1,000 non-market units.

3. 500 (plus) non-market units for elderly, disabled and special care people.

B. COMMERCIAL (OFFICE, HOTEL, RETAIL)

BASIC ASSUMPTIONS

- Adequate areas of the Downtown peninsula are already zoned to accommodate forseeable office demand.

- The City core is already suffering from the congestion caused by existing commercial growth; expanding zoned commercial office potential not needed or wise.

- Current City policy supports the objectives of the Greater Vancouver Regional District to decentralize some office employment to other parts of Greater Vancouver to promote a balance of jobs to labour force in each part of the region, and this policy should be continued.

- Hotels and retail uses in appropriate scale and location can provide needed services and add to the interest and enjoyment of Downtown.

DIRECTIONS

- The AMOUNT OF OFFICE SPACE in B.C. Place should be kept to a level needed to redevelop certain key sites and related facilities but not too excessive densities (i.e. not greater than densities permitted in adjacent areas) nor where residential development is a reasonable alternative. Total office space should not exceed 3 million square feet.

- HOTELS could be permitted in areas where office and other commercial development are acceptable, such as the Georgia Viaduct and Cambie Bridge areas around the stadium.

- RETAIL USES will be required to serve the intended local community. Preliminary examination of this issue by staff has led to the conclusion that about 200,000 sq. ft. would be required by the City's intended 15,000 - 16,000 population target. Precise locations would have to be determined in subsequent detached planning, but it would appear at this time that the Roundhouse buildings could be renovated for this use. Consultants to B.C. Place have recommended this action, and have supported it with an economic analysis.

DEVELOPMENT OBJECTIVES

1. Up to 2½ million square feet of office development acceptable in stadium area (from Dunsmuir to Nelson).

2. Up to ½ million square feet of office development in other appropriate locations (Roundhouse area or Granville/Burrard Bridge Area).

3. Up to 200,000 square feet of retail be provided to serve local residential community.

4. The area shown as "future urban" in B.C. Place's concept plan should be designated now for primarily residential use with perhaps some small amount of office, hotel or retail in mixed use development on Pender Street. It should not be reserved for a future decision.

C. PARKS

BASIC ASSUMPTIONS

- Parks and public open space of the highest quality must be an integral part of the development, serving residents, workers and visitors. Neighbourhood parkland is a high priority, as this is a key element in creating a livable community in a high density development.

- Parks should provide for a wide variety of activities ranging from active fun to passive enjoyment.

- Open space should be sufficient in area, size and continuity to provide openness between building complexes and visual relief.

- The development of parkland and open space should recognize and cater to the functional needs of the residents and workers, provide attractions for visitors in ways which are compatible with the local resident environment, and take full advantage of the unique downtown waterfront setting of False Creek.

DIRECTIONS

- NEIGHBOURHOOD PARKS at a standard of 2-3 acres per 1,000 population should be provided in a manner which allows a comfortable adult walking distance to all residents, both active and passive uses plus flexibility to change uses as population changes, and both residential and city-wide use without conflict.

- SMALLER PARK SPACES AND PLAYGROUNDS should be provided in residential areas to provide passive sites and visual relief, act as nodes along pedestrian paths linking the area site, and in family areas provide good play opportunities for children.

- A continuous WATERFRONT WALKWAY should be provided, designed to permit separated pedestrian and bicycle paths plus an open public feeling, augmented by small WATERFRONT PLAZAS that permit gatherings of people for a variety of purposes such as viewing, fishing, small boat launching plus cafes or concession stands.

- A PUBLIC OPEN SPACE CONNECTION BETWEEN FALSE CREEK AND PROPOSED CHINESE GARDEN should be developed to provide a link between the seawall walkway and the historic areas of Chinatown and Gastown.

- NON-RESIDENTIAL OPEN SPACE will be developed as part of the stadium complex, other public institutions, and commercial developments proposed by B.C. Place. While there is a need for these plazas, paths and circulation areas, these non-residential open spaces should not be considered as a substitute for the open space needs of the residential community.

DEVELOPMENT OBJECTIVES

1. At least 50 acres of parkland in total, exclusive of non-residential open space.

2. Two large neighbourhood parks (one in the western area, another east of Cambie Bridge), smaller residential park spaces and playgrounds: 39 acres.

3. Waterfront walkway: 25 feet wide, 25 foot setback for landscaping: 5 acres.

4. Waterfront plazas: 3 acres

5. False Creek/Chinese Garden Connection: 3 acres.

D. COMMUNITY FACILITIES

BASIC ASSUMPTION

- The provision of educational, recreational and cultural facilities is a basic public service to all communities in Vancouver. These facilities should be provided in accordance with the specific needs of the intended population mix.

DIRECTIONS

- The provision of ELEMENTARY SCHOOL services must recognize the uniqueness of the scale and location of the proposed development and therefore a non-traditional and flexible approach to the school planning exercise should be taken, compatible with the School Board's statutory requirement to provide school space and an educational program for all school-age children who wish to enter the public system. The school(s) should be in reasonable proximity to the housing it serves; there should be no major traffic barriers between schools and elementary age children; there should be nearby playfields; the school site should allow for some expansion of the facility if required. The inclusion of 2,000 family units (1,600 of which would be non-market) in the development requires one elementary school plus provision for a smaller primary annex.

- Adequate amounts of appropriate DAYCARE FACILITIES should be provided, to serve the residential population and, to a degree, the requirements of the employee population projected for the development.

- A COMMUNITY CENTRE located in the western portion of the site to serve the majority of the population should be provided, near school facilities to facilitate sharing of spaces. A LIBRARY should also be provided, and could form part of the same complex.

- Other facilities such as a FITNESS CENTRE, INDOOR POOL, SMALL CRAFT BOATING FACILITY, and a PERFORMING/VISUAL ARTS/AUDITORIUM are examples of other facilities which could be provided and should be seriously considered in further detached planning.

DEVELOPMENT OBJECTIVES

1. Require elementary school plus provision for a primary annex, community centre and adequate daycare.

2. Consider other facilities such as a library, fitness centre, indoor pool, small boating facility, auditorium.

E. TRANSPORTATION AND PARKING

BASIC ASSUMPTION

- Adequate streets, transit and pedestrian access will be provided with an emphasis given to the use of public transit.

- B.C. Place should be integrated into the movement patterns of the City, and adjacent and nearby communities protected from through traffic and non-local parking.

DIRECTIONS

- The MAIN ROADWAY should function as a normal City arterial street, with signals at most intersections, and be designed and landscaped to moderate its impact.

- The LOCAL ROADS should connect the developments to the main roadway to provide access between the site and the rest of the City, and should be designed in a co-ordinated manner with the detailed planning of the other uses in the individual sub-areas of the site.

- The TRAFFIC IMPACTS of a development this size must be dealt with in a comprehensive way. The City is developing a computerized signal system that will co-ordinate all traffic lights in the central area. This system will have the flexibility to adopt to different patterns of traffic such as the two normal peak periods and a stadium event.

- Objectives have been set for the STADIUM EVENTS CO-ORDINATING COMMITTEE; event scheduling review process should provide for reasonable City control.

- The location, size and configuration of RESIDENTIAL PARKING should facilitate management in the interests of residents, visitors and other needs of adjacent land uses.

- OFFICE PARKING should be provided to standards designed to minimize commuter parking.

- COMMERCIAL PARKING FACILITIES should be designed and operated to maximize number of uses served.

- A minimum of 2,000 stalls for STADIUM PARKING should be provided adjacent to the stadium; this is a requirement for weekday uses of the stadium when no other downtown parking would be available. This supply could be available on a 'reserved basis' as at the Pacific Coliseum. In addition there should be space for 200 - 300 PARK-N-RIDE BUSES serving stadium events.

- Some TRANSIT routes will have to be re-routed and/or new routes designed to serve the development. Considerable flexibility exists to connect new routes to the transit system.

- TRANSIT FOR STADIUM EVENTS will be very important, with not only Park-N-Ride buses, but also shuttle buses to collect patrons from the Sea-bus, downtown and the Broadway/Cambie area.

- A COMPREHENSIVE SOLUTION FOR TRANSPORTATION FACILITIES, including the bus depot at Larwill Park, the Carrall Yards bus storage/maintenance centre and the proposed Park-N-Ride bus parking should be a high priority. The B.C. Place crown corporation should recognize its responsibility as part of the co-operative planning effort to assist in the resolution of this issue.

- SPECIAL BIKEWAY ROUTES should be provided as part of the waterfront walkway development.

- Currently there is provision for WATER TAXI service at two locations in False Creek. Provision should be made for water taxi stops at various locations along the north and east waterfront walkway, the specific locations to be determined at the detailed planning stage.

DEVELOPMENT OBJECTIVES

1. Design main roadway to function as normal City arterial street, with special effort given to design and landscaping treatment to moderate its impact.

2. All parking should be designed, located and operated to meet publicly-defined objectives.

3. Provide at least 2,000 stadium parking stalls.

4. B.C. Place corporation should recognize its responsibility to help provide a comprehensive solution to the transportation facilities in the area (Larwill Park, Carrall Yards and the proposed Park-n-Ride bus parking).

5. Provide for alternate modes, e.g. bikeway routes and water taxi service.

6. City should have involvement in and reasonable control over stadium event scheduling prior to final scheduling decision.

F. FALSE CREEK WATER BODY

BASIC ASSUMPTIONS

- False Creek is an irreplaceable water and open space resource and amenity feature within the core area of the City.

- As development occurs on the land surrounding False Creek, it will appear, at its existing size, to be smaller. The more we reduce its size, the more loss we bring to the future citizens of Vancouver.

DIRECTIONS

- In order to increase the number of opportunities for WATER ACTIVITIES and PUBLIC ACCESS, shoreline modification could be carried out to create small bays, views and increased water frontage; floating walkways could also be considered.

- LARGE BAYS define the water area; where they currently exist they should be protected.

- While some INFILL may be appropriate to enhance the public use of land/water interface at a few strategic locations, the balance of the existing water area should be maintained.

- Proposals for ISLANDS need to be carefully assessed to ensure that their benefits clearly outweigh the already-recognized benefits of large water areas in False Creek.

- MARINAS are a special form of commercial activity quite appropriate to False Creek, however unlimited growth of marinas would 'overcrowd' and visually obliterate the water area.

- WATER QUALITY is an important factor in the enjoyment of False Creek as a visual amenity, and even more importantly for the pursuit of water contact recreational activities. Efforts should be made to improve the water quality for these purposes, including carrying out a pollution abatement program.

DEVELOPMENT OBJECTIVES

1. Improve water quality through pollution abatement program.

2. Do not reduce area of water body and maintain sense of large expanse of water, especially at east end.

3. Review islands proposals; those in B.C. Place's concept are unacceptable.

4. Review marina proposals; the major marina in B.C. Place's concept appears too large for the location proposed.

G. URBAN DESIGN

BASIC ASSUMPTIONS

- False Creek Basin is a unique topographical feature.

- The development must relate to adjacent areas.

- The highest quality urban design must be achieved, with a variety of urban experience.

DIRECTIONS

- WATER FRONTAGE offers considerable benefits to private and public areas and to recreational opportunities, and these should be maximized.

- The apparent WIDTH AND SIZE OF WATER AREA should be maximized.

- Development pressure is being felt in the Downtown South and Yaletown areas; the potential for sunlight and views to the SOUTH FACING SLOPES should be maximized.

- Vancouver has a unique skyline; new development in B.C. Place must be creative with broader VIEWS OF DOWNTOWN HIGH-RISES AGAINST THE MOUNTAIN BACKDROP.

- The VIEWS FROM BRIDGES are special to many residents and visitors; these views should be enhanced in all directions.

- The re-alignment of Cambie Bridge will result in a SYMMETRY OF THE CAMBIE BRIDGE AND THE GEORGIA VIADUCTS; this symmetry should be noted and benefited from.

- VISUAL AND FUNCTIONAL LINKAGES to Downtown and other adjacent areas should be created,

- Within B.C. Place there will be residential communities and sub-communities; the DIVERSITY OF CHARACTER of each neighbourhood should be emphasized.

- The subtleties of UNIFYING ELEMENTS that assist to ensure an overall theme relating to the basin as a whole should be picked up.

- Shelter and activity opportunities are a few of the ways the development should make provision for DULL RAINY DAYS in public areas.

- SPECIFIC DESIGNS are needed to show that PROPOSED DENSITIES really work.

DEVELOPMENT OBJECTIVES

1. The directions set out above should guide further urban design analysis.

2. B.C. Place should provide large scale drawings, photographs and models which are readily understood by the general public and which show both the existing situation and the impacts of proposed changes on the elements noted above, including illustrative material of possible alternatives.

F. DEVELOPMENT PHASING

BASIC ASSUMPTIONS

- There should be early achievement of public objectives.

- Some early market development needed for cash flow.

- Development of local parks/community facilities should accompany residential development.

- Expo status will affect some phasing requirements/opportunities.

DIRECTIONS

- Water pollution abatement program is an early priority.

- False Creek-Chinese Garden connection, the East End Park and the seawall walkway for full length of waterfront, should be developed early even if surrounding development is phased for later stages.

- Commercial development near stadium should proceed when feasible to obtain cash flow.

- Residential development west of Roundhouse should provide needed family housing in first phase of development.

- Stadium parking must be provided with opening of Stadium because of time lag to L.R.T.

- Displacement of the Carrall Yards (UTA) terminal is critical if Expo proceeds.

- Pender Street frontage and Main/Terminal station area may present early development opportunities if Expo is cancelled.

- Western Park and Roundhouse community-retail centre should be developed as early as Expo permits.

DEVELOPMENT OBJECTIVES

- Mandatory early development objectives, regardless of status of Expo, are: water pollution abatement program, False Creek-Chinese Garden connection, East End Park, Seawall walkway, commercial development near stadium, family residential development west of the Roundhouse, stadium parking.

- Development objectives affected by Expo are: reorganization of transportation facilities, development on Pender Street frontage and around Main Street/Terminal Avenue station area, West End Park, and Roundhouse community-retail centre.

RR·1 (i)

THE CORPORATION OF THE DISTRICT OF
BURNABY
4949 Canada Way, Burnaby, B.C. V5G 1M2
Department of the Municipal Clerk

Telephone (604) 294-7290

1982 March 26

File: 1690

His Worship, The Mayor
and Members of Vancouver
City Council
453 West 12th Avenue
Vancouver, B.C.
V5Y 1V4

British Columbia Place
P.O. Box 11626
21st Floor - 650 W. Georgia St.
Vancouver, B.C.
V6B 4N9

Chairman, Greater Vancouver
Regional District
2294 West 10th Avenue
Vancouver, B.C.
V6K 2H9

Mesdames/Gentlemen:

This is to advise that the Municipal Council of The Corporation of the District of Burnaby on 1982 March 22 received Item 4, Municipal Manager's Report No. 19, 1982 on the subject of the proposed office development in B.C. Place.

Arising out of Council's discussion of this subject, the following recommendations contained in that report were adopted:

1. THAT Council indicate to the B.C. Place Corporation, the G.V.R.D. Board and the City of Vancouver its serious concern with respect to the likely implications the proposed seven million square feet of office space at B.C. Place will have on the Livable Region Program, particularly in relation to the proportion of employment prospects in Regional Town Centres and its balance of jobs to labour force and transportation objectives.

2. THAT Council request the B.C. Place Corporation and the City of Vancouver to support the Livable Region Program by substantially reducing the provision for commercial office space at B.C. Place.

3. THAT Council request the City of Vancouver to support the objectives of the Livable Region Program by considering reducing the amount of its office zoning potential elsewhere in the downtown core by an

../2/

equivalent amount mutually agreed to at B.C. Place, by the City of Vancouver and B.C. Place, with the provision of housing opportunities being given priority as the principal replacement use.

4. THAT a copy of this report be forwarded to the Greater Vancouver Regional District Board, the Minister responsible for B.C. Place (Hon. Stephen Rogers), the City of Vancouver and Mr. M. Audain of Polygon Properties.

A copy of the report Council received on this matter is attached for your information.

I would appreciate receiving your comments on this subject for the information of the Municipal Council.

Yours truly,

B.D. Leche,
DEPUTY MUNICIPAL CLERK

BL/blp
attach.
cc: Honourable Stephen Rogers
Minister Responsible for B.C. Place
Parliament Buildings
Victoria, B.C.
V8V 1X4

Polygon Properties Limited
Suite 1604 - 1166 Alberni Street
Vancouver, B.C.
V6E 3Z3

MANAGER'S REPORT NO. 19
COUNCIL MEETING 1982 03 22

RE: LETTER FROM MICHAEL J. AUDAIN, EXECUTIVE VICE PRESIDENT, POLIGON PROPERTIES LIMITED, SUITE 1604, 1166 ALBERNI STREET, VANCOUVER, B.C., V6E 3Z3,(ITEM 5a); AND MR. PAUL MANNING, VICE PRESIDENT, CORPORATE RELATIONS, BRITISH COLUMBIA PLACE. 650 WEST GEORGIA STREET, VANCOUVER, B.C. V6B 4N9 (ITEM 5b), WHICH APPEARED ON THE COUNCIL AGENDA 1982 MARCH 15
PROPOSED B. C. PLACE DEVELOPMENT

MUNICIPAL MANAGER'S RECOMMENDATION:

1. *THAT the recommendations of the Director Planning & Building Inspection be adopted.*

* * * * * * * * *

PLANNING DEPARTMENT
1982 March 16

TO: MUNICIPAL MANAGER

FROM: DIRECTOR PLANNING & BUILDING INSPECTION

SUBJECT: PROPOSED B.C. PLACE DEVELOPMENT

RECOMMENDATIONS:

1. THAT Council indicate to the B.C. Place Corporation, the G.V.R.D. Board and the City of Vancouver its serious concern with respect to the likely implications the proposed seven million square feet of office space at B.C. Place will have on the Livable Region Program, particularly in relation to the proportion of employment prospects in Regional Town Centres and its balance of jobs to labour force and transportation objectives.

2. THAT Council request the B.C. Place Corporation and the City of Vancouver to support the Livable Region Program by substantially reducing the provision for commercial office space at B.C. Place.

3. THAT Council request the City of Vancouver to support the objectives of the Livable Region Program by considering reducing the amount of its office zoning potential elsewhere in the downtown core by an equivalent amount mutually agreed to at B.C. Place, by the City of Vancouver and B.C. Place, with the provision of housing opportunities being given priority as the principal replacement use.

4. THAT a copy of this report be forwarded to The Greater Vancouver Regional District Board, the Minister responsible for B.C. Place (Hon. Stephen Rogers), the City of Vancouver and Mr. M. Audain of Polygon Properties.

REPORT

1.0 SUMMARY

Appearing on the agenda of 1982 March 15 was a letter dated 1982 March 04 from Mr. M. J. Audain of Polygon Properties Limited expressing his concern that the large amount of office space projected in the conceptual plan for B.C. Place could have a serious negative impact on commercial development in regional town centres such as Metrotown. This report provides an overview of the B.C. Place project and responds to the concern as outlined in Mr. Audain's letter. In addition, this report provides an initial response to Mr. P. Manning's letter appearing on the 1982 March 15 Agenda.

2.0 OVERVIEW OF B.C. PLACE

The project covers 232 acres of B.C. Place Development Area lands on the North Shore of False Creek extending from Hornby Street in the West to Quebec Street on the East. The lands are currently zoned Urban in the Official Regional Plan. Of the total 232 acres, 35 acres and 86 acres have been designated for transportation and open space/public facilities respectively leaving a net developable area of 111 acres. The net developable area of 111 acres is comprised of 80 acres residential and mixed residential/commercial, 19 acres commercial (office) and 12 acres "future Urban" (primarily commercial office). A summary of the major development components within these areas is as follows:

- A major office commercial core in the vicinity of the B.C. Place Stadium. The concept plan calls for up to 7.7 million square feet of office, commercial and local service space on 30 acres of land over the next twenty years.

- Residential development of up to 12,000 units with an average density between 125 and 150 units per acre accommodating over 20,000 people in a full range of housing types.

- Development of a 60,000 seat stadium occupying about 20 acres between the Cambie Street Bridge and the Georgia Viaduct.

- One or two first class hotels near the stadium.

- A variety of "people places" at a Provincial Public Park possibly including the B.C. Forest Foundation Centre, the Vancouver Arts Science and Technology Centre, a "Children's World", a waterfront theatre, etc.

- An upgraded transportation infrastructure involving public transit, rapid transit, local and major parks and parking.

2.1 PROPOSED DEVELOPMENT TIMING

Construction of the B.C. Place Stadium is under way with completion scheduled for mid-1983 The proposed timetable for the residential and commercial components is as follows:

	Pre Expo (1982-1987)	Post Expo (1988-1996)	Total
Residential	up to 4,500 units	5,500-750 units	12,000 units
Major Office Space	3.0 million sq. ft.	4.0 million sq.ft.	7.0 million sq.ft.
Hotel	800 - 1,000 rooms		1,000 rooms
Local Retail	50,000-100,000 sq.ft.	100,000 sq.ft.	200,000 sq. ft.
Other Commercial	200,000 sq.ft.	300,000 sq.ft.	500,000 sq. ft.

3.0 REGIONAL IMPLICATIONS

3.1 BALANCE OF JOBS TO LABOUR FORCE

The Livable Region Program, as one of its major objectives, promotes a balance of jobs to labour force in each part of the region to reduce commuting time and transportation costs. A continuing problem is the very high concentration of jobs in the Vancouver City area while most of the residential growth is occurring outside in the suburban Municipalities of Delta, Surrey, Richmond and Coquitlam.

There is already an imbalance of jobs to labour force within the City of Vancouver, especially in the downtown area. In 1976 the ratio was 3.66 workers to every member of the labour force resident in downtown Vancouver. That figure had increased to an estimated 4.64 in 1980. The aim of the Livable Region Program has been to reduce the ratio by 1986 by emphasizing more residences downtown and more jobs in the suburbs. B.C. Place's projected office space, if realized.

would result in an additional 30-35,000 workers in the downtown peninsula. Assuming 10,000 people (or about one-half of the projected population of B.C. Place) will be in the labour force, there would be a net increase in jobs over resident workers of between 20,000-25,000 thereby compounding the jobs to labour force imbalance in the Vancouver downtown area and the outlying areas of the Region. From this perspective, more housing rather than office opportunities should be an objective at B.C. Place and/or adjacent areas.

3.2 REGIONAL TOWN CENTRES

The regional town centres element of the Livable Region Program, which includes the Burnaby Metrotown area, was proposed to bring shopping and cultural facilities, and most particularly, jobs closer to where people live. The GVRD, in reviewing the B.C. Place proposal, have concluded that commercial development of the magnitude proposed will reinforce the downtown's role as the preferred location for commercial office uses and cultural and entertainment activities. It is expected the B.C. Place will be competing with regional town centre locations offering sites with lower rents and/or higher amenities than the downtown core area. In the opinion of GVRD Planning Staff the possibility of developing four regional town centres and achieving a better distribution of employment opoortunities throughout the region is called into question by the scale of the B.C. Place office component when combined with the expected rate of office development elsewhere in the downtown over the next 10-15 years. Over the last decade, downtown Vancouver added more office space than all other central municipalities combined - almost 5.5 million square feet. If decentralization of significant office development to regional town centres is to occur then coordinated policy assistance from all levels of government will be needed to counteract the continuing trend towards the centralization of office related employment opportunities in the Vancouver City core area. The injection of the B.C. Place office development, as an additional inner core location for office development, in our opinion, will only accelerate this trend and undoubtedly have an adverse affect on this Municipality's attempts to develop the office space component of the Metrotown Development Plan.

The reason for our concern is that B.C. Place will not create any significant employment that will change the regional demand for office space. Rather, B.C. Place will represent an increase in the supply of office space both in the downtown area and the region as a whole. As such B.C. Place therefore provides for office developments that will replace development that could occur elsewhere in the region. It has been estimated that to the year 2,000 the region could expect an increased demand for office space in the order of 48 million square feet. With seven million square feet being proposed at B.C. Place, this equates to approximately 14.6 percent of all office development in the region over the next twenty years. Alternatively expressed, City of Vancouver staff have indicated that seven million square feet of office space equates to about 8 to 10 years of office space demand for the downtown core. By way of comparison, the Burnaby Metrotown Development Plan had provided an estimated 1996 office space target of 2.6 million square feet. The development of the office space component at B.C. Place to the magnitude proposed should be a concern not only to this Municipality for the reasons cited but to the Region as a whole.

4.0 PAST AND PROPOSED ACTIONS

At their meeting of 1981 July 14 and 1981 July 29 the GVRD Planning Committee and Board respectively moved to take several steps to help ensure that the regional implications associated with the B.C. Place project are more fully understood by all those involved in the planning process for the development. As a result of discussions with B.C. Place officials, there is apparently a willingness to limit the committed office development to a potential of 2.5-3 million square feet in the area surrounding the new stadium, leaving a decision on the remaining four million square feet in the "future urban"

ITEM 4
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COUNCIL MEETING 1982 03 22

area until after Transpo 86. B.C. Place describes their attitude as "agnostic" on the question of whether significant office development can be attracted to regional town centres. City of Vancouver staff generally support the 2.5-3 million square feet office figure in the viaduct area but propose residential rather than office development for the "future urban" area.

In view of the preceeding, it is recommended that the Burnaby Municipal Council indicate its concern to the GVRD, the City of Vancouver and B.C. Place Corporation about the magnitude of the proposed office space component at the development. More specifically it is recommended that Council advise that from a policy viewpoint it would prefer to see the office component potential substantially reduced to at least the 2.5 million square feet ceiling mentioned, but that this represent the final rather than first stage total for the project. It is further recommended that if the City of Vancouver considers this site to represent a beneficial office development area within the downtown area, then the City of Vancouver be requested to consider its office zoning potential elsewhere in the core area by an equivalent amount provided for at B.C. Place with housing opportunities being given priority as the replacement use. This would not alter the magnitude of the downtown core office space but at least such an approach would not further compound the problems of realizing office space decentralization particularly in regional town centres.

A. L. Parr
DIRECTOR PLANNING &
BUILDING INSPECTION

JSB/nb

RR·I (ii)

BC Place Citizens Advisory Committee

(APPOINTED BY VANCOUVER CITY COUNCIL ON SEPTEMBER 22, 1981)

Hilda Symonds
CHAIRMAN
Peter Oberlander
VICE CHAIRMAN
Irene Ayers
F.R. (Bob) Carey
John Cashore
Larry Chu
Ian Davidson
Wolfgang Gerson
Larry Herbert
Ed Keate
Bob Jackson
Bessie Lee
Frank Low-Beer
Murray MacKinnon
Linda Mead
Dan O'Reilly
Janpaul Shason
Sharon Simpson
Gareth Sirotnik
Yoshinori Tanabe
David Walker
Beryl Wilson

April 22, 1982.

His Worship Mayor Michael Harcourt
and Members of Council,
City of Vancouver.

Dear Mr. Mayor and Members of Council:

Re: PROGRESS REPORT #3: PLANNING FOR B.C. PLACE

The B.C. Place Citizens' Advisory Committee is pleased to attach hereto an "OVERVIEW" of the opinions of members in regard to planning issues inherent in the redevelopment of the North Shore of False Creek. The report outlines the kinds of direction we would like to see followed and also identifies some of our particular concerns.

We respectfully request that our comments be considered in forthcoming discussions on B. C. Place planning. Representatives of the Committee would be pleased to participate.

In further progress reports we plan to deal in more detail with some of the planning issues and development proposals and, currently, have subcommittees working on special specific issues such as housing, transportation, the water, participation and Expo '86 - Pier B-C.

We would like to express our appreciation of the time and help given to us by members of the City staff and of the co-operation of planning staff of B. C. Place.

Respectfully submitted,

Hilda Symonds

Hilda Symonds,
Chairman.

HS:eg

c/o 453 West 12th Avenue, Vancouver, B.C. V5Y 1V4 873-7477

B.C. PLACE CITIZENS' ADVISORY COMMITTEE
PROGRESS REPORT #3

PLANNING FOR B.C. PLACE: AN OVERVIEW

Report to Vancouver City Council — April 22, 1981

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1. Heritage
2. Urban Design
3. Handicapped
4. Displacement
5. Social and Economic Impact Studies
6. Expo '86

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SUMMARY OF MAIN POINTS

I. INTRODUCTION

The magnitude and location of B.C. Place offer challenge and opportunity for sound planning, strong leadership, co-operative process.

II. MAJOR PLANNING ASPECTS

1. Planning Area - B.C. Place should be seen in a context widening from north shore of False Creek to include downtown, adjacent neighbourhoods and eventually city and region.

2. Open Space - Water - False Creek a unique urban asset - preserve and enhance - balance cut and fill - avoid marinas or construction at narrow parts - improve water quality.

   Open Space - Land - Create east side destination park (approximately 38 acres) unique in learning and recreation facilities as setting for public structures (e.g. resources exhibits). Park to have waterfrontage, links to Gastown, Chinatown, Strathcona; waterway connection to Chinese Garden. Waterfront walks desirable for continuity with Stanley Park etc. Number size and location of neighbourhood parks to be based on design of residential communities and to reflect proximity to downtown with variety in types including "London Square." Use roof tops.

3. Residential Development - Build residential communities not "shelter." Accommodate socio-economic mix in market and non-market housing. Provide public opportunity to comment on design alternatives.

4. Commercial Space - Provide employment opportunities. Do not use up land good for residential development; build in Georgia/Dunsmuir area. Be aware of constraints - existence of zoned land - market pressures. Proceed incrementally. No large retail development - only local service facilities.

5. Transportation and Parking - Implement downtown transportation plan as soon as possible. Main spine road should be "beautiful big street" - magnet for people. Emphasize transit. Knit B.C. Place into downtown transit fabric. Recognize neighbourhood fears re parking - provide as much as possible including special facilities at stadium for handicapped.

6. Planning Process - Involve all affected parties in two-way flow of information and ideas. Early co-operative participation process saves time. Concept alternatives stimulate discussion and assist understanding.

III. SOME SPECIAL ISSUES

1. Heritage concerns - Make good use of Roundhouse. Provide visible evidence of old water connection to Burrard Inlet. "Invisible Mending" to integrate Yaletown and B.C. Place

III. SOME SPECIAL ISSUES (cont'd.)

2. Urban Design - Maintain view corridors. Step structures in gradual rise from water to downtown towers.

3. Handicapped - Employ specialist to ensure handicapped people can use all facilities. Make some appropriate hiring available.

4. Displacement - Note impact of rise of land values causing current displacement, in adjacent neighborhoods, of people in low cost accommodation. Intergovernmental action needed.

5. Social and Economic Impact Studies - Co-operative action needed as development schemes take shape.

6. Expo '86 - Welcomed - can be Phase I of land use planning. Fit short term needs of Expo into long term needs of B.C. Place.

IV. CONCLUDING REMARKS

B.C. Place can be Vancouver's twentieth century equivalent of nineteenth century preservation of Stanley Park. Best development calls for imagination, urban skills, co-operative, humane and caring approach.

FROM THE B.C. PLACE CITIZENS' ADVISORY COMMITTEE April 16, 1982

PROGRESS REPORT #3

PLANNING FOR B.C. PLACE

AN OVERVIEW

I. INTRODUCTION

The development of the north shore of False Creek, now known as B.C. Place, is of a magnitude unprecedented in the history of Vancouver. Indeed it is the largest single inner city development taking place anywhere in North America. It therefore offers splendid opportunities for imaginative and innovative planning and design, for the resolution of certain social and economic concerns and for achieving a balance between the grand, the functional and the appealing. It also presents a strong challenge to leadership for an enlightened and co-operative process of performance and execution.

The site of B.C. Place is an important part of the City of Vancouver and by location is inseparable from the heart of the city. Aerial photographs of the downtown peninsula clearly demonstrate how this site forms the southern edge of downtown, while photographs from further south emphasize that it is the northern shore of Vancouver's great central water body, False Creek. Thus, while B.C. Place components will undoubtedly provide strong interest links with the rest of the Province, geography has ensured that B.C. Place is an integral part of the city fabric - a fact reinforced by history. Therefore, in contemplating the redevelopment of the area now to be known as B.C. Place, the Citizens' Advisory Committee keeps in mind these two major planning aspects: the planning area and the planning opportunities.

While our thinking has been directed to a number of special aspects, we feel it to be important that these aspects should not be seen in isolation. In spite of the enormous size of the area to be redeveloped, and the fact that it will be a phased development, we feel that components and phases should be seen as elements in a total yet flexible vision of B.C. Place and its positive role in the development of Vancouver and the Province.

II. MAJOR PLANNING ASPECTS

1. The Planning Area

The planning area to be considered as context for B.C. Place is not simply the 250 acres amassed by the Provincial Government. At the very least it encompasses the downtown core, the adjacent inner city neighbourhoods, the totality of False Creek. In the larger planning sense, B.C. Place should relate rationally to the whole of the city and indeed the city's region. It is too large a development to be considered in even partial isolation from this broad planning concept. While B.C. Place will have its own individual character, it needs to be seen as part of a larger planning area and, in particular, to be "knitted" in to the adjacent parts of the city. This, of course, must be a major concern of the city.

2. Open Space and Public Amenities - Water and Land

(a) Water

False Creek provides a large visual open space adjacent to B.C. Place. However, it is much more than this. It is a priceless public urban asset - the kind that does not exist in the majority of cities. In Vancouver this body of water stands out as the keystone of the inner city - the "gatherer" linking and integrating disparate parts and major precincts. It is the centre of everything. It is also as integral a part of the city's assets as its mountains, its ocean, and Stanley Park. It is an important lung of the inner city, as well as a recreation and aesthetic amenity and possible vehicle for transportation.

The Citizens' Committee endorses City policy in regard to the False Creek surface. Any proposed fill should be balanced by appropriate cutting and should be clearly seen to improve the attractiveness of the outline of the Creek. At no time should fill result in narrowing further the existing narrow parts of the Creek. Also, any desired water channels or lakes should not be taken as justification for decrease of the main body of water. Concern for this kind of approach means in essence that the Citizens' Committee cannot support the idea of man-made islands in False Creek, nor the creation of or extension of marinas or land-based structures at the very narrow parts of False Creek. Nevertheless we appreciate the fact that such proposals demonstrate a concern for improving the existing shoreline.

We are informed by members of the Committee who live in or near the water body of False Creek that it is a busy place, and that any proposed increase in water surface activity will need careful review. Shoreline or beach recreation, however, could be usefully encouraged. This places a high priority on improvement of water quality and all alternative methods should be explored for economy and efficiency.

It may be mentioned here that the placing and height of structures in B.C. Place will be an important factor in the enhancement of the visual quality of the water body. This will be referred to in a later section.

(b) Land

In addition to other designated park space, we would like to see B.C. Place provide <u>one large important destination park</u> (approximately the size of Vanier Park, 15.3 hectares or 37.8 acres) at the eastern end of the Creek. The western and southern parts of False Creek already provide large areas of open space, while the eastern end is notably lacking in such open spaces in water access and public facilities.

The park we are proposing should include waterfrontage. There should be an integrated system linking it with Chinatown, Strathcona and Gastown. The

suggested water connection to the long-planned beautiful Chinese Garden sounds attractive, providing its scale and design are in harmony with its purpose of enhancing this very important Garden. The park, as a whole, should be innovative in design and an alternative recreation area to other city parks. It would also serve a provincial purpose as it would be a good setting for various public structures such as the proposed forestry, fisheries and mining exhibits and science museum. Further, it could be linked to the facilities expected to surround the stadium. This large park should be a unique urban space in which public structures are linked by green spaces and landscaped corridors that ultimately join together the east side of Vancouver, B.C. Place and downtown. Thus, this park can be a major public amenity, unique in learning and recreation facilities, serving not only the people who will live in B.C. Place and the people of adjacent neighbourhoods, but the city as a whole and its many visitors.

Waterfront walks can provide continuity with the West End and Stanley Park and with South False Creek and Vanier Park. As part of a network for pedestrians, with appropriate facilities for bicycles, many interesting areas can eventually be connected. Vancouver has a need for more "walking" connections between its areas of special pedestrian interest. In any case, proximity to the water is a main reason for Vancouver's being and every effort should be made to emphasize this. However, in addition to the continuity and connective functions, such walks will be in themselves an attractive feature of the provincial "gathering-place."

The number, size and location of neighbourhood parks should be adequately related to the decisions made about the residential development. Standards should be high and not minimal. The future residents of B.C. Place should find it in every way a satisfying place in which to live. It is our hope that the community of the north shore of False Creek will reflect a socio-economic diversity in population and, therefore, in structures and spaces. But it should also reflect its proximity to downtown. In such a location, neighbourhood open spaces will be at a premium and thus there will need to be a variety of types of open space. Some should be designed with recreation activities for all ages in view, but others with some allowance for privacy. In this connection we are suggesting that the London "Square" should be kept in mind. In addition, it may well be that some roof tops can provide active or passive recreation spaces, and that ground parks can become part of some of the view corridors. Neighbourhood parks should be distinctly different from our proposed large east end park.

3. Residential Development

Great advantages can be gained by bringing housing close to working places and other central facilities. Because of proximity to downtown, to the water body of False Creek, to Vancouver's special amenities such as Stanley Park, Granville Island, Vanier Park, and to our historic neighbourhoods, B.C. Place will be an excellent location for residential communities.

Further, because of Vancouver's traditional residential patterns and resultant zonings, there are few places left in this small city (44 square miles) where multiple housing can be built. Demand for housing in the city - which is the core of the region - is already high and will not be expected to lessen as the city's undoubted growth potential is realized in coming years. It is important, therefore, that this extensive development should include a considerable residential component.

The major issue is the creation of residential communities rather than so much "shelter." Factors of design, variety in types of housing to accommodate families, singles, elderly, handicapped, provision of adequate support amenities are all important as is variety in forms of financial and occupancy arrangements. Attention to all these factors will be needed to ensure some relationship to the kind of socio-economic mix typical of the city's population and already reflected in the development of the south side of False Creek. This means a requirement for both market and non-market housing and a strong emphasis on affordability. There is a long waiting list for all forms of non-market housing. B.C. Place, as a public corporation using land bought by the people of B.C., must demonstrate a public conscience and take some responsibility to include housing for those people for whom private market housing on private land is no solution to the housing problem. To help to meet needs for affordable housing and non-market housing, B.C. Place must work with all levels of government.

As development of B.C. Place will be essentially a phased development, it is most important that the first residential community to be built should be an outstanding example of fine design and humane neighbourhood planning suitable for a downtown location. For this to be achieved, it will be essential to give prime consideration to factors of livability - appropriate design, careful planning, adequate community facilities to required standards, attention to streets, open spaces and energy efficiency. Chosen densities should be in accord with concern for these factors and also with appropriateness to the location and the environment. Thus, quantity should be determined by considerations of quality.

Many people will hope to live in B.C. Place - from the wealthy to the needy, from the executives to the wide range of service workers, from those requiring family housing and places for children to the singles, to the groups or individuals with special needs. There should be some opportunities for public choice, some chance to examine and comment on design alternatives before too much takes on a permanent shape.

4. <u>Commercial Space</u>

The Committee hopes to see a balanced development in B.C. Place and this would indicate that there should be employment opportunities reasonably close to the proposed new residential development on the B.C. Place lands. The provision of office and other work space should be in the context not only of downtown development policy, but also in the context of city-wide employment opportunities.

Careful planning will be necessary as there are some possible constraints on the above kind of development.

In the first instance, there already exists in the adjacent downtown a considerable amount of land zoned for office and other commercial development. Any relevant commercial zoning in B.C. Place, therefore, should be careful and incremental. Further, in B.C. Place we are faced not only with the question of how much office/commercial space is desirable but also with the question of what and when private developers will be prepared to build there. The market has much to do with what can actually take place. Moreover, downtown property owners may well resist any idea of B.C. Place creating, so to speak, a "provincial office park" based on non-competitive land values or other inducements as might be the case with housing.

Nevertheless, we look for employment opportunities and we also recognize that these will probably include commercial facilities needed to serve the development itself. We would not wish to see such facilities oust good locations for housing and, therefore, the appropriate place for large commercial structures would appear to be in the area of the Georgia/Dunsmuir viaducts and perhaps towards the Cambie Street bridge - provided that soils are suitable.

Concern has been expressed that B.C. Place might wish to build a large retail shopping facility on its site. A wide range of convenient retail facilities already exists in downtown and on Granville Island. However, some local retail will be needed as part of residential community development. Hotel(s) near the proposed rapid transit link with the Trade and Convention Centre would seem to be appropriate but might be built economically by the private sector.

Factors to be considered in regard to the size and density of office development include density of street use and traffic congestion in an area likely to be strongly affected in these ways by the use of the stadium.. Such matters must be satisfactorily clarified. There is a need for a clearly stated City policy in regard to the city's total commercial development and the part B.C. Place can play in this.

We would like to note, however, that there is some opportunity here to provide or facilitate small office and studio work spaces in areas and buildings that also provide housing, as there are now many professionals and tradesmen who only need small space and do not wish to be in large concentrations of office space. This type of arrangement tends to disperse rush hours and create areas with a twenty-four hour use pattern. Mixed-use buildings and areas present a creative challenge to B.C. Place.

5. <u>Transportation and Parking</u>

(a) Road System

The Committee has already made its observations on the major roadway system in its report of January 28, 1982. While the alignment has now been approved (a combination of schemes F and C), we wish to reiterate our belief that other measures remain essential if traffic problems are to be mitigated. The

downtown transportation plan needs to be fully implemented if surrounding neighbourhoods are not to be made to pay the price of greatly increased traffic and parking impacts. The design of the Cambie Street bridge will be important.

It is important that the spine road should not be a "high speed" road. As the major thoroughfare of B.C. Place, it should have a distinct and appealing character. We hope to see a beautiful great street with boulevard, shops, theatres - a magnet for people, a place of liveliness and interest. This street should also have easy connections with local and downtown streets and with adjoining neighbourhoods, and should not intimidate pedestrian use of such connections. Waterborne connections should not be overlooked.

(b) Transit

B.C. Place, UTA and the City should emphasize and facilitate public transit both within the site and in regard to access to the stadium. While we appreciate the technical problems, we would like to see a "Park-and-Ride" system designed without delay. A twenty-five percent transit use for the stadium traffic (before ALRT) has been suggested as probable. It would be our hope that this could be raised to thirty-five percent. In general, the Committee believes that the public must be encouraged to view downtown as an area for public transportation. This is already the case in many American and European cities. With the construction of the stadium, this change in attitude is even more urgent. We would like to see the downtown transit system reworked so as to knit B.C. Place into the transit fabric of downtown with adequate connections to adjacent neighbourhoods. This would further ensure that B.C. Place is a part of the city and its heart.

(c) Traffic and Parking

Until such time as greatly increased use of transit becomes the norm, traffic and parking will be important concerns. Adjacent neighbourhoods have continually expressed their fears about over-use of their streets as a result of the new developments in B.C. Place. It is important that these fears should be recognized and all possible provision for relief be made. With twenty-five percent use of transit, some 45,000 people will come by car to a number of stadium events, and will wish to park as near as possible. Proposals for 2,000 parking spaces would seem to be a minimum. The Committee welcomes the establishment of a Stadium Events Co-ordinating Committee (which includes the City Engineer) as a valuable and helpful advance in regard to the parking problem. As a final note, we would ask that special provision for the handicapped should be included in stadium parking.

6. Planning Process

It is important to involve all affected parties in the planning process. Experience has shown that the

main essential is provision for a flow of information and ideas - in both directions - between developer, decision-makers (elected and appointed) and general public. All are actors, and all feel the impact of decisions. The Citizens' Committee welcomes the statement of objectives by all parties, the circulation of concept plans and proposals, and discussion at all levels including major public discussion. Well-handled and sincere this interactive process enriches development. Without it, public consensus and desired public support may elude those who need it to proceed with implementation of plans. It is apparent that we now live in an age of involvement. Co-operative participation early in the schedule can mean less friction and an ultimate saving of precious time by maximizing insights and allowing the expression and consideration of concerns. This kind of process is particularly important where the public is both developer and recipient.

The Committee has repeatedly expressed concern for the need for a visible interchange between all those parties directly involved in aspects of the development of False Creek - B.C. Place, Expo '86, Urban Transit Authority, City of Vancouver, Greater Vancouver Regional District. Recent arrangements between the Federal and Provincial Governments would appear to have facilitated this. We feel that there is a confusion in the minds of large sectors of the public in regard to jurisdictions and to plans. However, this does not mean that at the concept stage there should be no differences in aims and points of view. Alternatives in concept plans can stimulate discussion and thus make a valuable contribution to understanding of issues and eventual refinement of final plans.

III. SOME SPECIAL ISSUES

1. Heritage Concerns

The nearness of Vancouver's centenary (1986) is clearly strengthening a growing awareness of the importance of preserving the City's heritage. This kind of situation was very apparent at the time of the provincial celebration of one hundred years of history when, throughout the province, many towns and villages gave added significance and prominence to their historic monuments. The development of B.C. Place offers some special opportunities. We are pleased that the Roundhouse has not been totally abandoned and trust that as much of it as possible will find new life in B.C. Place.

We see an opportunity also to revive the historic direct connection between False Creek, Gastown and Burrard Inlet - the one-time Canoe Pass. In Manhattan, New York has painted blue lines on roads and buildings to indicate its old waterways and levels. If an actual waterway is not practicable, perhaps the Manhattan device could be used in connection with a direct land "corridor" between Vancouver's historic area and the east end of False Creek.

Yaletown is bound to change - but not too much we hope. Its distinctive flavour and scale can provide contrast, charm and interest, especially if a process of "invisible mending" takes place and the new opens into the old, and vice-versa.

2. Urban Design

Urban design is perhaps in a way consideration of the aesthetic envelope, the harmonious relationship of the parts. Total development of B.C. Place is a long way away but we would like to see two major principles established from the beginning. One of these is preservation of view corridors by careful placement of structures in relation to streets and other open spaces. The other relates to the openness of the False Creek basin. To maintain the "wholeness" of False Creek, we would like to see some stepping of structures, so that they rise gradually from the water's edge to the towers of downtown. In these matters, Expo '86 may provide some valuable visual legacies to attune us to the impact of development while still offering opportunities for modification.

3. Handicapped

As a place to live, to work, and to recreate, B.C. Place must be as accessible as possible to all citizens. Of particular concern is accessibility to the handicapped who may need certain special facilities in regard to housing, employment, recreation, mobility.

We recommend that B.C. Place employ a specialist to ensure that handicapped people of all kinds can make use of all public facilities provided, including the stadium, and that appropriate housing is available. We are pleased to note that Expo '86 is apparently giving special consideration to the needs of the handicapped.

4. Displacement

Members of the Citizens' Committee are very concerned about an early impact of the development of B.C. Place on surrounding neighbourhoods. This is the urgent problem of people already displaced from low-cost housing through rapidly rising land values in areas adjacent to B.C. Place, such as the downtown east side. Such housing is scarce and the closure (for remodelling, up-dating or replacement) of old rooming houses and hotels cannot help but bring hardship and grief. We recognize that this displacement is not a direct result of a B.C. Place Crown Corporation strategy or policy but of the force of the market place in our society. However, we feel that this social concern should be noted immediately and tackled by co-operative inter-government action with leadership taken by the Provincial Government that created the Crown Corporation.

5. Social and Economic Impact Studies

As specific development schemes take shape, we hope that all authorities concerned will co-operate in appropriate social and economic impact studies. A development of the magnitude of B.C. Place produces a tidal-wave of reaction compared with the ripples from small projects. Confidence not apprehension should be generated.

6. Expo '86

We welcome Expo '86, as we see in it what will be Phase I of the land use planning for the extensive area of B.C. Place. We hope Expo will be designed and executed with the long term needs of the site in mind, fitting the short term needs of the summer of 1986 into this larger perspective. The development of Expo '86 thus provides a unique opportunity for an innovative approach to the development of B.C. Place.

IV. CONCLUDING REMARKS

To those who have lived in Vancouver for many years, the transformation of the south side of False Creek from an area of old and often obsolete industries to a mixed residential area is almost a modern miracle. Now we are to start to think about another "miracle" on the north side - a miracle for the twentieth century that may well take its place in the City's history alongside the nineteenth century preservation of Stanley Park.

Pride in their city is a strong characteristic of Vancouver citizens. The possibilities inherent in the redevelopment of False Creek North and the creation of a great public place by the public sector offer manifold opportunities for increasing that pride. The members of the Council-appointed Citizens' Advisory Committee on B.C. Place are pleased individually and collectively to be associated with this venture.

It may sound facile - but we want the best possible development of this important and extensive site. We want variety, good design, fine residential and public amenities, attractive and useable open space, opportunities for employment. We want to see the False Creek basin enhanced, the downtown complemented, the adjoining neighbourhoods offered new vistas, new satisfactions. We want to see past, present and future join hands here and people of all ages find enjoyment and satisfaction.

We know that change has its perils and its problems, as well as its opportunities and excitement. But we believe that with imagination, with the application of technical and professional urban skills and, above all, with a co-operative, humane and caring approach, B.C. Place can be a place of civic and provincial pride for us all.

DISTRIBUTED TUESDAY

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April 23, 1982

The Office of the City Clerk
Vancouver City Hall
453 2nd Avenue
Vancouver, B. C.

To the Mayor and Members of City Council

A delegation from the South False Creek Citizens' Committee wishes to attend the Council Meeting to be held on Tuesday, April 27, 1982. We also wish to speak on behalf of our residents at that time.

On April 6, 1982, we wrote to the Mayor, and to the Planning Department requesting a meeting in late April, or early May, at which time we will have our interested residents attend. So far we have had no confirmation.

Attached to this letter is a package of copies of letters* sent to various officials in both B. C. Place, the Planning, Engineering, and Social Planning Departments.

Kindly note that, as instructed by the committee, I have written to Mr. Thompson informing him that our third meeting will be postponed until we meet with the city planners. Also, in the package is a copy of our general concerns to do with B. C. Place, and in the letter to Mr. Spaxman is a list of our particular concerns. We also have a fear of a traffic hazard which was addressed to Mr. W. Curtis.

Sincerely yours,

Constance M. Heibey

(Mrs.) Constance M. Heibey
Chairman
South False Creek Citizens' Committee
873 - 1786

Copies to: Mr. F. Bowers, D. Cornejo. W. Curtis, R. Spaxman, I. Adam
D. Purdey

*On file in the City Clerk's Office.

B. C. PLACE AS PERCEIVED BY THE SOUTH FALSE CREEK CITIZENS' COMMITTEE

Our concerns are:

1. that the Province of B. C. recover, over the twenty year projected implementation of B. C. Place, the cost of land acquisition, planning and servicing,

and 2. that the pace and extent of development be integrated with an orderly pattern of development in the central city core,

and 3. that B. C. Place not overload the capacity of the City's developing transportation and service networks at any single period of its development,

and 4. that the City service B. C. Place in a manner consistent with its overall planning for the city core.

Our conerns are:

5. that land for development be made available on a leasehold and not a freehold basis, so that control is retained in the best public interest,

and 6. that it be leased on the basis of a clear demonstration of benefit to the citizens of the metropolitan region.

and 7. that commercial and residential developments and all users of the stadium be levied to help establish adequate integrated public transportation in addition to commitment to the rapid transit system.

Our concern is:

8. that the majority of those who will be employed in the various facets of commercial development at B. C. Place have access to an affordable housing program at B. C. Place, thereby both reducing the strain on regional transportation and supporting the self-sufficiency and liveability of the central city core.

Our concern is:

9. that the area of the water-body of False Creek, being a vital urban amenity, be maintained at least to the extent of the existing high water line, and that the area within any proposed marina would be in addition to this area of water.

Our concerns are:

10. that B. C. Place commit itself to the highest quality of urban design,

and 11. that the physical massing of development blend with the planned character of adjacent areas.

and 12. that its layout be more clearly integrated with its hinterland than the the initial phase of False Creek South with Fairview Slopes,

and 13. that residential areas be developed in small parcels, and following design guidelines as attempted in the second phase of False Creek, but with more stringent enforcement

and 14. that as views to the North Shore mountains are the most valued amenity of this urban area and set it apart from any other world city, then view channels through B. C. Place and the downtown core from the south shoreline of False Creek be at least as great as those blocked by new development.

April 20, 1982

George Cumming, Constance Heibey, Chairmen